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ABSTRACT

This technical assistance guide was developed to assist Service Delivery Areas (SDAs) and Private Industry Councils (PICs) to develop local coordination activities and to enhance their ongoing coordination efforts. The guide is organized in five sections. The first section introduces the guide and defines "coordination." It is followed by a section describing the foundation of coordination, including the legislation requiring it and the Governor's Coordination and Special Services Plan in Texas. The third section provides an overview of state-level coordination and profiles the Texas method of coordination; it then provides examples of interagency coordination matrixes. In the fourth section, planning for coordination at the local level is discussed. Topics covered include the concept of coordination, human services delivery systems, issues, and the Job Training Partnership delivery systems. The coordination process is outlined in the fifth, and final section of the guide. This section includes five steps (identifying the needs, establishing agency profiles, types of coordination, facilitators and barriers, and action worksheets), an example of an interagency agreement, and a SDA compliance document. (KC)

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Coordination Concepts

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A GUIDE TO:

Linking JTPA with Local Resources

TEXAS DEPARTMENT OF COMMUNITY AFFAIRS

Training and Employment Development Division

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TEXAS DEPARTMENT OF COMMUNITY AFFAIRS

MARK WHITE
Governor

BOB D. WILLIAMS
Acting Executive Director

April, 1986

Coordination is considered to be one of the most important provisions in the JTPA legislation. Most would agree that well-conceived coordination strategies can effectively provide both direct and indirect benefits to the JTPA participant and increase the likelihood of program performance.

With this purpose in the forefront, the Training and Employment Development Division (TEDD) has produced this technical assistance guide to assist Service Delivery Areas and Private Industry Councils in developing local coordination activities and enhancing on-going efforts.

We hope you will find the guide to be an informative and open approach to coordination and program development. Should you desire further information regarding coordination activities, TEDD staff are available to provide assistance.

Sincerely,

Clyde McQueen, Director
Training and Employment Development
Division

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COORDINATION CONCEPTS

"Linking JTPA to Local Resources"

Brenda Lovett
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PREFACE

The first issue of "Coordination Concepts" offers employment and training deliverers the basic elements of interagency coordination and provides strategies for planning and implementing a coordinated delivery system. This technical assistance guide is provided as a practitioner's workbook, rather than State policy. It is important to remember that there are many theories and acceptable approaches to coordination. The guide attempts to present the issues from a practitioner's point of view and consistent with State policy, the guide encourages local planning based upon particular Service Delivery Areas (SDA) need.

Since coordination is relevant to every level of the SDA's administrative structure, the guide is recommended for use by all staff. Private Industry Councils (PICs) may wish to adopt the guide as a format for identifying needs and services when sponsoring joint meetings with local agencies or as a tool for refining current coordination activities.

As with most products, the development of this guide is due to the harmonious (coordination) efforts of several persons including Jim Boyd, TEDD/Chief of Planning and Coordination, Enrique Barrera, Senior Staff member, Planning and Coordination, and Lynn Munroe, Information Specialist, TEDD/Information Services.

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COORDINATION CONCEPTS

I

INTRODUCTION

Coordination.....This ordinary term is frequently used, but often undefined. The word is commonly used in a very vague sense, providing little inclination toward true meaning. To define coordination, we must first bring it back from the "twilight zone" to the manageable and realistic meaning intended by the Job Training Partnership Act (JTPA).

What Is Coordination?

- Process or Product? Coordination is a process rather than a product or an event. Therein lies the root of coordination's abstract overtones. For purposes of language, coordination is defined as the act of: 1) arranging in the proper relative position; 2) placing in the same order, class, or rank; and 3) harmonizing in a common action or effort. For purposes of JTPA, we must narrow that definition to apply to employment and training systems.
- JTPA Coordination. To dispel coordination's ambiguity, and to place it into proper context, the Governor's Coordination and Special Services Plan offers the following definition:

> "Coordination is the process of aligning programs and services provided by State and local institutions and agencies toward a common purpose or goal or a set of common actions."

We could paraphrase that definition as:

> JTPA coordination is a process by which employment and training delivery systems are efficiently linked to other compatible systems (agencies, organizations, services, etc.) to achieve mutual goals and objectives.

Within this context, a logical methodical approach to coordination can be initiated by PICs and employment and training professionals.

II

THE FOUNDATION OF COORDINATION

A. THE LEGISLATION

Coordination Requirements

The need for coordination is highlighted throughout the Act as a necessary component to the planning and delivery of employment and training programs. Whereas the JTPA allows for State and local discretion in the planning and operation of programs, certain provisions provide specific instructions regarding coordination.

Section 121(a) requires the Governor to annually prepare a statement of goals and objectives for programs within the State and to submit a Governor's Coordination and Special Services Plan for two program years to the Secretary of Labor. Section 121(b) states that the Governor's plan "shall establish criteria for coordinating activities under the Act (including Title III) with programs and services provided by State and local education and training agencies (including vocational education agencies) public assistance agencies, the employment service, rehabilitation agencies, postsecondary institutions, economic development agencies, and such other agencies as the Governor determines to have a direct interest in employment and training and human resource utilization within the State."

Section 104(b) of the Act stipulates that the local job training plans must comply with the coordination criteria established in the Governor's Coordination and Special Services Plan.

The importance of coordination is further emphasized by Section 105(b) which sets forth specific provisions for disapproval of local job training plans on the basis of non-compliance with the Governor's coordination criteria.

Key Roles

The Act delegates responsibilities for ensuring coordination to a number of key actors in the JTPA system including the State Job Training Coordinating Council (SJTCC) and the Private Industry Councils (PICs). Through the development and approval of local plans, PICs assume an important role in effectuating coordination. The legislative requirements pertaining to SJTCC and PIC membership demonstrate the Act's intent to ensure coordination with appropriate agencies and private sector concerns. Also, State and local JTPA administrators, including the Texas Department of Community Affairs (TDCA), Service Delivery Areas (SDAs) and their delegated service providers, are essential principals in this endeavor.

Relative Provisions

In addition to the Act's specific coordination requirements, other provisions present coordination possibilities to local planners and decision makers. Section 203 sets forth criteria for services to special target groups (significant segments), including recipients of Aid to Families with Dependent Children and eligible school dropouts. Such "hard-to-serve" groups require an extensive array of services which, in many cases, autonomous agencies are unable to provide. These provisions, coupled with the Act's restrictions on support services, provide SDAs with a "Catch-22" situation. Such dynamics have created a prearranged atmosphere for coordination.

Section 106(a) clearly describes JTPA as a performance driven program. JTPA programs are held far more accountable for programmatic outcomes than previous employment and training programs. Programs are evaluated on the basis of increased employment and earnings of participants, reductions in welfare dependency, job retention, and youth education/competency and employment outcomes. Last but not least, JTPA is measured for cost-effectiveness in relation to investment. Coordination implications relevant to performance offer far-reaching possibilities.

Section 107(b) prohibits duplication of facilities or services available in the area "with or without reimbursement from Federal, State, or local sources, unless it is demonstrated that alternative services or facilities would be more effective or more likely to achieve the service delivery area's performance goals."

B. THE GOVERNOR'S COORDINATION AND SPECIAL SERVICES PLAN

Mission, Goals, and Objectives

Within the Governor's Coordination and Special Services Plan (GCSSP), the Governor has set forth the mission of job training and employment programs in the State of Texas. The mission is:

> "to promote self-sufficiency and economic progress for its people by ensuring that they have maximum opportunities for developing and fully utilizing their potential and to meet the needs of employers for training productive workers."

To fulfill the mission, statewide goals and objectives were developed for both program systems and coordination. The goals and objectives provide the broad framework within which State and SDA planning occurs, programs are operated and performance standards are set. Within the broad framework set forth by the GCSSP, PICs and SDAs establish specific actions/activities according to local need.

> Prior to contemplating coordination actions, planners should have a clear understanding of the program goals and the coordination goals. Positioning these goals as the focal point of planning will provide increased opportunities for successful coordination activities. We must know our purpose!

Program goals and objectives serve as the basis for the development of specific local actions which will assist in the attainment of the established local performance standards.

Coordination goals and objectives serve as the basis for developing specific State and local actions which will lead to a more efficient and effective service delivery system. The Governor has established

coordination criteria to assist local areas in defining local activities that will lead to greater local coordination.

The JTPA goals and objectives for the State of Texas are presented on the following pages.

STATE OF TEXAS

Program Goals and Objectives
JPTA

Program Goals	Measurable Objectives
Goal 1. To promote the development of a well-trained and productive work force that is responsive to the needs of a changing economy.	a. To increase the number of adults and youth participants in high demand occupations based on Statewide and regional assessments of needs and conditions within the given labor market.
	b. To increase the job competencies of adult and youth participants, as determined by the PIC, including those for pre-employment and work maturity skills (i.e., job search and holding skills)
	c. To increase the number of students completing high school and functioning at their appropriate level in basic skills.
	d. To increase the literacy/education competency levels of youth and adults.
	e. To provide training and placement in the most cost-effective manner.
	f. To utilize available resources to adults and youth at a level consistent with current policy.
Goal 2. To increase the long-term employment stability and earned incomes of participants in job training in Texas.	a. To place participants in at least entry-level positions in growing occupations and industries paying above minimum wage and providing fringe benefits, resulting in increased rates of job retention and time employed.
Goal 3. To reduce participants' dependency on public welfare and unemployment compensation.	a. To increase the placement and retention of welfare and unemployment insurance (U.I.) recipients in jobs paying, at least minimum wages and providing health and hospital insurance.

Program Goals and Objectives

Program Goals		Measurable Objectives	
Goal 4.	To remove artificial barriers to employment for JTPA participants.	a.	To increase access for minorities, women, older workers, and the disabled to high demand occupations.
		b.	To provide ancillary support services, such as day care, transportation, English-as-a-second language classes, that enable participants to initially enter and maintain employment.

Coordination Goals and Objectives

Coordination Goals		Objectives	
Goal 1.	To promote joint planning and program design for job training, employment and related human resource programs at the state and substate level.	a.	To develop and maintain a formal process to establish common mission, goals and objectives, and planning cycles at the State and substate levels.
		b.	To promote usage of compatible procedures for identifying participant needs and service system resources among job training, employment and related human resource programs.
		c.	To coordinate the various data bases describing targeted populations as well as economic and labor market conditions useful to designated key program leaders and planners in establishing coordinated plans and services.
Goal 2.	To establish effective and efficient service delivery for participants at the state and and substate levels.	a.	To reduce duplication of services to participant groups through the development and implementation of of joint program guidelines, agreements and shared information systems.
		b.	To develop processes, such as reports or informal briefings to foster dissemination and sharing of program information.

Coordination Goals and Objectives

Coordination Goals	Objectives
	c. To reduce "red tape" and paperwork from the State level for local programs.
Goal 3. To ensure consistency between the State and substate plans and programs in job training, employment and related human resource programs.	a. To maintain, at the State level, consistent procedures for communicating planning guidelines for formats to the substate levels.
	b. To establish and maintain consistent procedures among major service delivery agencies for aggregating local plans and developing State level teams for substate service deliverers.
	c. To update the profile on each program and agency involved in employment, job training or related program activity(ies).
Goal 4. To foster an ongoing private/public partnership for providing job training and employment programs in the State and substate areas.	a. To maintain strong and effective Private Industry Councils (PICs) and to work with PIC service deliverers in planning, implementing and evaluating job training and employment programs.
	b. To maintain working partnerships between industry and education institutions.
	c. To involve employers, school personnel, and JTPA program deliverers in implementing programs which address the basic educational and enrollment needs of in-school participants.
	d. To increase support for State association of PIC chairs to ensure coordinating and interaction with the State Job Training Coordinating Council, State Association of JTPA Directors and State government.
	e. To develop and recommend legislative proposals to promote increased role of PICs and direct increased private sector resources for JTPA related activities.

Coordination Goals and Objectives

Coordination Goals	Objectives
	f. To develop strategies to address the special needs of drop-out youth.
Goal 5. To promote innovative employment practices in the private sector to create new opportunities for employment.	a. To encourage increased use of flex-time, job sharing and part-time employment.
	b. To foster on-site, employer-sponsored support services, for example, day care, etc.
Goal 6. To promote the creation of high-quality jobs in Texas through the attraction of new firms and expansion of existing industries.	a. To establish partnerships between the business and education sectors which foster the development of educational programs to attract new or expanding industries.
	b. To increase awareness of the Texas Economic Development Commission, Chambers of Commerce and other promotional groups, of every aspect of JTPA programs.

III

STATE LEVEL COORDINATION

A. AN OVERVIEW

The Greater Perspective

The need for coordination has been accentuated at the highest levels of State government. From a broader perspective, the Texas Legislature has initiated special studies to identify and evaluate the myriad of human service programs (i.e. education, welfare, employment, and related programs) within the State. In these times of economic vigilance, a growing concern has emerged about the cost-effectiveness and accountability of State and local programs provided under State and federal funds. The Legislature has begun its studies by identifying certain human service needs and issues and establishing an inventory of agencies and funding sources. In a state as large as Texas, such activities are critical to ensuring effective and unfragmented programs.

The JTPA Perspective

For similar purposes, the State has emphasized coordination as an essential factor to programmatic success under the Job Training Partnership Act. Applying the Governor's Coordination Goals and Objectives as recommended by the State Job Training Coordinating Council, the Texas Department of Community Affairs has developed a comprehensive network of interagency coordination at the State level. The Texas Department of Community Affairs, as administrator of JTPA, has initiated activities to identify agencies which offer services that would enhance or improve the quality and performance of JTPA programs.

Most important to this effort is the State's "top-down--bottom-up" approach to strategic planning which emphasizes coordination, decision making, and program planning at the local level. The ultimate purpose of the State level coordination network is to streamline and harmonize State policies and procedures and develop actions that are conducive to local coordination and programmatic efforts.

B. THE TEXAS METHOD

At the onset of JTPA, Texas began to formulate strategies to coordinate JTPA with the various resources within the State. With the Act, the Governor's Coordination and Special Services Plan and the Goals and Objectives as a basis for planning, the State developed a systematic approach to identifying JTPA needs. The next step was to identify the State agencies and assess the services which could assist in meeting those needs. The following diagram represents the State's basic planning strategy:

INTERAGENCY COORDINATION

THE PLAN: The Act

The Governor's Coordination and Special Services Plan

Goals and Objectives

THE STRATEGY:

NEEDS	ASSESSMENT
Partnerships	.Which Agencies?
Participants	.Similar Target groups?
Programs	.Funding/What services?
Performance.	.Similar Goals?
Policies	.Harmonious guidelines?
Planning	.Initiate joint activities?

The Activities: Utilizing this methodology, the State set about developing profiles on the State agencies responsible for human services, employment, education, and vocational training programs. From this vantage point, administrators and planners began developing the various State level coordination activities. These activities are presented in the following matrices.

JTPA INTERAGENCY COORDINATION

January 1986

AGENCY	CURRENT COORDINATION ACTIVITIES	PLANNED COORDINATION ACTIVITIES
Texas Department of Human Services	- Non-Financial Cooperative Agreement - Information Sharing - Interagency Workgroup a. Structure AFDC-JTPA Model Projects b. Implement Income Guidelines & Definitions - Teen Parent Initiative a. Teen Parent Initiative Advisory Council b. Evaluation - Governor's Rapid Response Team - State Occupational Information Coordinating Committee	- Joint Conference of SDAs/DHS Regional Directors - AFDC-JTPA Model Projects a. Technical Assistance b. Funding c. Services - Expansion of Teen Parent Projects - Increased Information Sharing - Joint Marketing - Resolution of Universal/Eligibility Criteria
Texas Education Agency	- Section 123 Programs - Development of Planning Guidelines - Review of Plans with TDCA - Carl Perkins Act Matching Funds - Apprenticeship Programs - Joint Planning Conference - Advocate Education Advisory Subcommittees - Dropout Study - Task Force for Vocational Education Master Plan - State Plan for Labor Market Information - State Occupational Information Coordinating Committee - Governor's Rapid Response Team - Adult Education (Joint Issuance) - Community Education (Conference Presentation)	- Continuation of Current Activities - Validation of LMI Data - Academic Credit for Training - Voc. Ed. Planning and Development Workshops - Technical Assistance Guides - Further Development of State Policies - Alternative School Programs

AGENCY	CURRENT COORDINATION ACTIVITIES	PLANNED COORDINATION ACTIVITIES
Texas Employment Commission	- Wagner Peyser 7(b) Projects a. Female Heads of Households b. Disabled Workers c. Match for Title IV-C Veteran's Program - Employment Service Plan Joint Submission - Economic Research & Analysis - Information Sharing (LMI) - Participant Referral Contract (Title III) - Matching Funds (UI) For Title III - Governor's Rapid Response Team - State Occupational Information Coordinating Committee	- Continuation of Current Activities
Texas Rehabilitation Commission	- Development of Program Coordination/ Interagency Agreement - State Occupational Information Coordinating Committee	- Coordination Agreement - Increased Information Sharing - Joint Information/Eligibility Issuance
Texas Economic Development Commission	- Small Business Revitalization Program - State Occupational Information Coordination Committee - Information Sharing - Technical Assistance - Planning of Economic Development Programs - Governor's Rapid Response Team	- Continuation of Current Projects - Increased Networking - Technical Assistance Guides (TAGs)

AGENCY	CURRENT COORDINATION ACTIVITIES	PLANNED COORDINATION ACTIVITIES
Texas Department on Aging	- Information and Referral Exchange - Joint Planning Meetings - Senior Texas Employment Program/ Green Thumb-Joint Programs for Older Workers	- Joint Conference on Older Worker Employment
Texas Department of Corrections	- Information Sharing	- Model Projects for Offenders/Dropouts
Texas Department of Agriculture	- Services for Dislocated Farmers & Ranchers - Economic Development Technical Assistance	- Continuation of Current Activities - Increased Information Sharing
Texas Department of Community Affairs (Intra-Agency Coordination) o Local Government Assistance Division o Community Development & Housing Division o Economic Opportunity Division	- Economic Development Grants Coordination - Community Development Block Grants Coordination (CDBG) - Community Services Block Grant Coordination (proposed) - Governors Labor-Management Task Force - Home Port Task Force - Economic Development TAGs	- Continuation of Current Activities - Increased Coordination of Community Services - Increased Awareness of Services - Joint Conference
State Director Veteran's Employment & Training	- Information Sharing - Technical Assistance on Veterans Program - Program Monitoring	- Continuation of Current Activities

AGENCY	CURRENT COORDINATION ACTIVITIES	PLANNED COORDINATION ACTIVITIES
Texas Parks and Wildlife	- Worksites and Supervision For Model Projects	- Continuation of Current Activities
Texas Department of Health	- Teen Parent Initiative	- Increased Awareness of Services
College Coordinating Board	- Dropout Study/Shared Mailing Lists - Information Sharing - Section 123 Program Implementation	- Plan for Technical Assistance

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IV

PLANNING FOR COORDINATION AT THE LOCAL LEVEL

A. COORDINATION AS A CONCEPT

New Implications

Certainly, coordination is not a new concept in human services, government, or private sector systems. Since President Roosevelt's "New Deal," which was based on the coordination of public resources to lift the United States from economic depression, coordination has been a consideration in social services and government. Moreover, the concept of coordination has long been a basic feature in good management systems in the private sector. Based upon supply and demand and goods and services, various resources are coordinated for the purpose of profit. An analogy of these two coordination systems is presented on page 22.

If coordination is not new, why discuss it? Considering the coordination requirements and strong implications within the Job Training Partnership Act, it is worthwhile for PICs and employment and training professionals to take a fresh look at the various issues which surround the concept of coordination. The concept may not be new, but we must recognize that we are in a new arena in which coordination takes on a rejuvenated meaning.

The influential role accepted by the private/public partnerships can be expected to substantially alter previous concepts of interagency coordination. As good managers, PICs will expect the greatest return on the dollar, bargain for the best services, and involve their business constituency in programs. PICs will encourage the various agencies and

service providers to form cooperative relationships in order to bring about needed changes and to increase services and performance.

With this new perspective, it is important that we review the history of coordination in human service fields, understand the motives of coordination, and explore the significant issues and dynamics which surround human service delivery systems. More specifically, it is important that we consider this knowledge when developing and operationalizing interagency delivery systems under JTPA.

History

The majority of professional literature substantiates the concept of interagency coordination as a necessary component to effective program operation and esteems coordination as good management practice (Human Services Development Institute, 1979). In a 1978 report for the U.S. Department of Labor, Johnson and Sugarman emphasize the direct correlation between interagency coordination and job development and placement. However, for the purpose of frank discussion, it should be noted that some observers (Morris and Lescohier, 1978) regard coordination as "...a belief for which no evidence is yet forthcoming." Compounding the problems of interagency coordination, other observers (Gilbert and Specht, 1977) have reported that public/private partnerships are difficult to achieve because public service agencies are within separate "task environments" than private business. It is evident that although the benefits outweigh the risks, the dynamics of coordination will present challenges to planners and decision-makers. It is important for PICs and JTPA professionals to: 1) know the systems, 2) be knowledgeable of the issues; 3) accept the challenges; and 4) draw on the benefits.

Motives

It becomes very obvious to PICs and JTPA planners that coordination is an integral part of planning JTPA programs. PICs have several options for securing the necessary training and services. Those options include: 1) delivery of all services by the SDA program operator or some in-house variation; 2) purchase of services through a subcontractor; or 3) coordinate (i.e. arrange, negotiate, align) services with other public or private sources. Coordination is good management practice!

TABLE 1

ANALOGY OF COORDINATION SYSTEMS

Public/Private

Human service delivery systems and private sector management systems, although unique in structure and purpose, possess design commonalities. It is important for coordination strategists to identify commonalities between JTPA and private sector systems as well as JTPA/interagency systems.

COORDINATION Design Commonalities	PUBLIC/PRIVATE JTPA System	PRIVATE Private-Sector System
- Purpose	Goals/return on investment	Return on investment
- What is my business?	Job Training	Private-for-Profit
-What is my product?	Workers/Services	Goods and Services
-Who needs my product?	Participants Employers Other Agencies	Customers
*-Who can help me obtain my product or assist in my business?	Reciprocal exchange with other Agencies; Partnerships	Reciprocal exchange with supplier $
-How can I get a return on my investment?	Place workers in jobs	Sell
-Benefits/What is expected outcome?	Performance	Profit

* For Interagency Coordination between human delivery systems, this is the most common point of convergence. However, each of the design commonalities provides opportunities for Interagency Coordination.

Public/Private Sector Coordination

Which design commonalities provide opportunity for coordination between the public and private sectors? Before answering this question, it is helpful to explore the grounds for coordination between and among human service organizations.

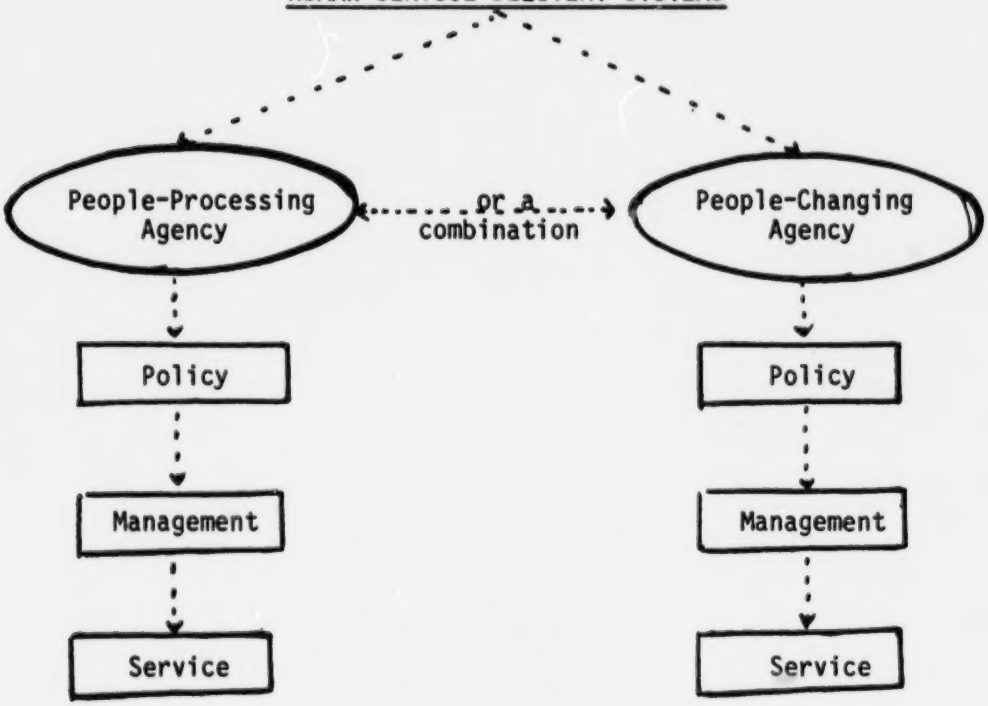
B. HUMAN SERVICE DELIVERY SYSTEMS

Chapter I of this guide defines JTPA coordination as the process of aligning programs and services toward a common purpose. Still, practitioners need to delve deeper into distinguishing among the various types of interagency coordination relationships (systems). To accomplish this task, it is instructive to view the broad arena of the human service field. Although JTPA takes on a unique aura due to private sector influence, for purposes of interagency coordination, we will attempt to place JTPA in the context of the human service delivery system. In this realm we can explore the many commonalities among the human service professions and address the opportunities and issues of interagency coordination.

Many social scientists differentiate between human service delivery systems by placing them into two separate categories: people-processing and people-changing. Most would agree that JTPA is a "people-changing" delivery system. "People-processing" systems are those which provide essential services such as income maintenance. Prior to establishing coordination activities with a particular agency, we in the JTPA system should have a clear understanding of the other organization's goals and role in the human service field. In some instances, agencies assume many roles. In such cases, SDAs and PICs should distinguish between the various programs and services. In addition to these categories, human service organizations may be divided into three additional classifications: policy, management, and service. Sometimes each has a different set of rules, success measures and structural arrangements. Again, it is critical for the JTPA organization to become familiar with the structures of the targeted organizations.

TABLE 2

HUMAN SERVICE DELIVERY SYSTEMS



Coordination strategists should be knowledgeable of:

1) the System
2) the Agency
3) the Policies
4) the Management
5) the Services

C. THE ISSUES

The coordination requirements of JTPA Section 104(b), 105(b) and 121(a) place JTPA programs in a more formalized coordination field, rather than on an informal arrangement of casual coordination activities. This prescription of coordination by the law presents important issues to the JTPA system. Whereas it is critical that we maintain compliance with the JTPA mandate, it is equally important that we maintain the impetus of an inspired initiative. Whereas we must coordinate, we should coordinate with the proper motives in mind. In other words, don't coordinate just for the sake of coordination!

The full support and open attitudes of the key individuals will provide SDAs with an environment conducive to communication and to the establishment of interagency linkages. For maximum results, each level of each agency's administrative structure should be aware of and committed to the coordination initiative. Because human dynamics play an important role in coordination, it is important that key individuals possess the skills for dealing with change, controversy, and interaction.

As previously indicated, JTPA programs are unique in design and structure. With private-public partnerships at the helm of policy, programs receive "the best of two worlds." Because JTPA has such an unusual management and policy structure, other organizations sometimes find it difficult to fit JTPA into the normal pattern of a standard human service delivery system. When working with other service delivery systems, PICs and SDAs should look for commonalities in the systems, and from that approach, identify compatible linkages.

DO:

Take Away the Mystery of JTPA!

Explain your SDA system to other providers and organizations! Because each SDA has a unique management and policy structure, it is essential for the prospective organization to have a clear understanding of the local SDA system. Describe PIC and management policies, your two-year plan, programs, services, eligibility guidelines, etc. Other organizations must understand JTPA before they can coordinate with JTPA.

DO:

Work It Through!

Establish a good working relationship, common goals, and flexible policies. These are important tools in interagency negotiation as well as coordination. COMMON GOALS--"where there's a will, there's a way."

D. JTPA PROGRAM DELIVERY SYSTEMS

Question: How shall we define JTPA if it does not fall into the normal scheme of the human service delivery concept?

Answer: JTPA is an EMPLOYMENT AND TRAINING DELIVERY SYSTEM MANAGED BY PRIVATE-PUBLIC PARTNERSHIPS.

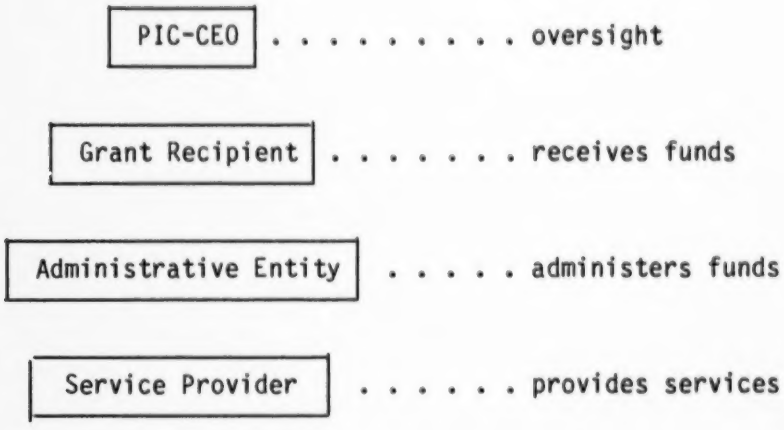
Through these delivery systems, overseen by private-public partnerships, federal funds are managed for the effective purchase, coordination, and delivery of employment and training services.

The Local SDA

In planning coordination actions with other agencies, schools and local organizations, it is helpful to review the local plan and individual program delivery system. When approaching a prospective agency, be prepared to explain your management and program structure. Agencies are hesitant to conduct business without understanding the system.

Key Actors

The following diagram delineates the key actors in the local program delivery system.


PIC-CEO
. . . . . oversight
Grant Recipient
. . . . . receives funds
Administrative Entity
. . . . . administers funds
Service Provider
. . . . . provides services

SDA coordination strategists, whether at the service provider level, or the administrative level, must have adequate knowledge of the local structure, the role of the key actors, and the SDA plan prior to initiating coordination activities with a prospective agency.

CAUTION: Don't confuse! Although the SDA/JTPA is somewhat more sophisticated than previous employment and training programs, the concept is simple.

JTPA IN A NUTSHELL

JTPA prepares adults and youth for jobs!

Prepare	=	OJT, remedial and basic education, pre-employment skills training, job development, occupational skills training, support services, etc.
Jobs	=	The only legitimate outcome for an adult is to obtain employment. For youth, in addition to employment, the goals are education and employment skills (competencies) which will prepare them for jobs.

KEY WORDS: YOUTH, ADULTS, ECONOMICALLY DISADVANTAGED, EMPLOYMENT, TRAINING, EDUCATION

OTHER CONSIDERATIONS: The fact that JTPA is not standardized across the State presents special considerations to coordination strategists when planning activities with local offices of State agencies. This situation highlights the essence of the State's "top-down--bottom-up" approach to planning. The strength of coordination will come from the SDA level and

will be consummated at the State level. Through the identification of common needs by the 34 SDAs, State agencies can initiate actions conducive to local need. In this process, consideration should be given to applicable federal and State laws, State policy or the need for State policy changes, and the effects that such standardized policy would have on local flexibility and the intent of JTPA. While lack of standardization among SDAs and State agencies may be considered to be a "barrier", mutual goals and joint planning can "facilitate" the desired outcomes.

V

THE PROCESS

A. STEPS

Where do we start? The following outline provides the basic steps for coordinating activities with other agencies and organizations.

- o IDENTIFY THE NEEDS

  Considering our goals and objectives, what types of support do we need from other agencies. What do we lack? Do we have an outreach problem? Or is it a problem with job development, classroom training, or placement? (Refer to Table 3 - "Identifying the Needs")

- o IDENTIFY A RESOURCE

  Which agencies/organizations can help us? What types of resources do they have? What goals and objectives can they help us achieve? Do they have similar clients? Similar guidelines? (Refer to Table 3 "Comprehensive Service Network.")

- o IDENTIFY THE RISKS/BARRIERS

  What can go wrong? How much will this cost? How will this effect the SDA and the other organization? (Refer to Worksheet 3 - Facilitators and Barriers.")

- o REDUCE THE RISKS/BARRIERS

  What can the SDA do to reduce these risks and barriers? Problem solving! Have we overlooked anything? Refer to Worksheet 4 - "Action Worksheet")

- o DEVELOP A LINKAGE

  What action will we take? (Refer to Table 4 "Linkages" and "Action Worksheet")

- PUT IT IN WRITING

  Draft operating details, define mutual goals and responsibilities.

  (Refer to Page 45 - "Interagency Agreement")

- DOCUMENT IN PLAN

  (Refer to Page 48 - "SDA Compliance Document")

TABLE 3

IDENTIFYING THE NEEDS

The following chart describes the various elements of the JTPA delivery process and highlights some of the questions coordination strategists ask when identifying SDA needs. Each element in this process provides opportunities for interagency coordination. Although there are many scenarios to the JTPA delivery process, this chart attempts to provide an example of delivery options and opportunities for coordination.

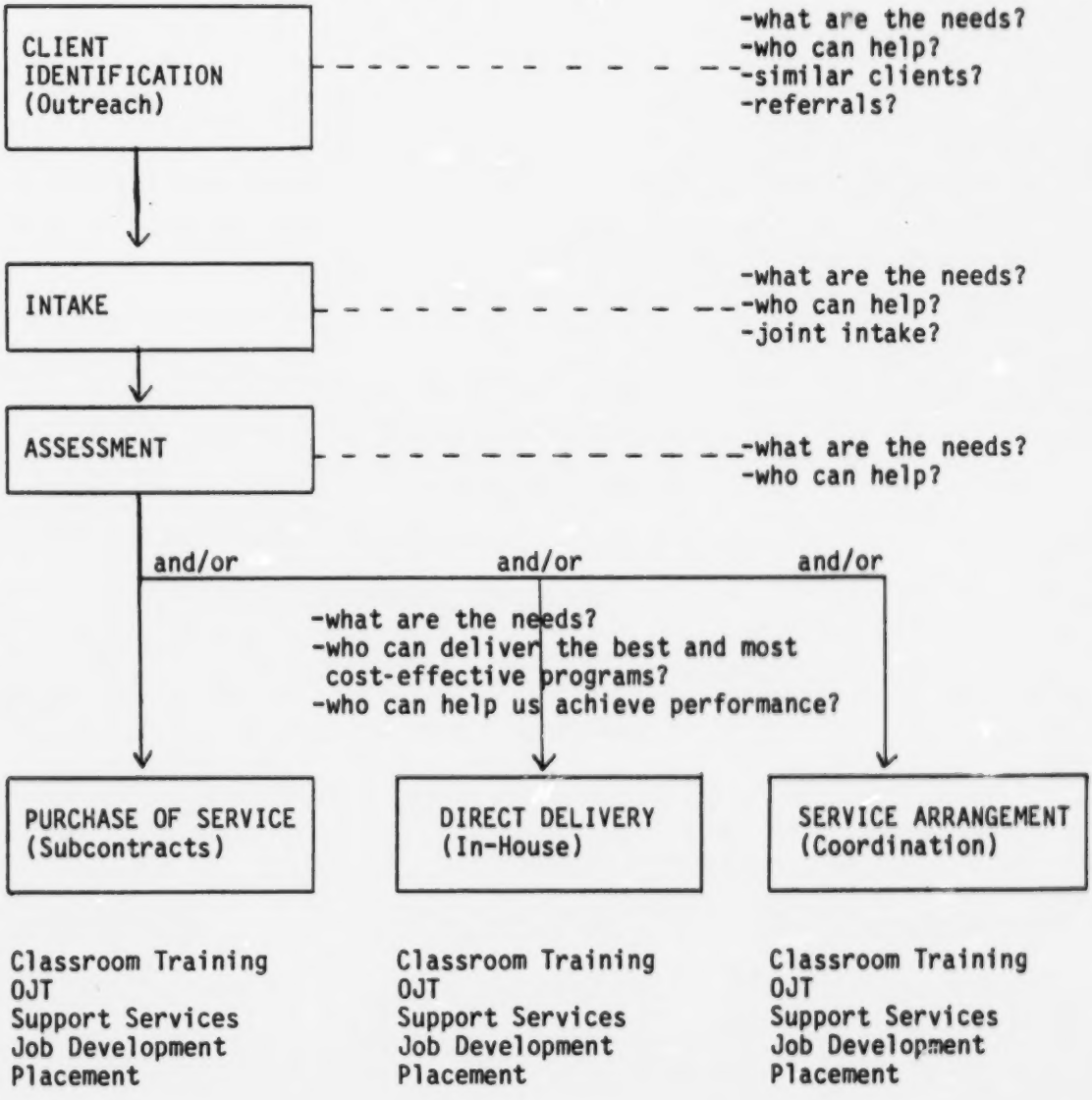


TABLE 4

LINKAGES

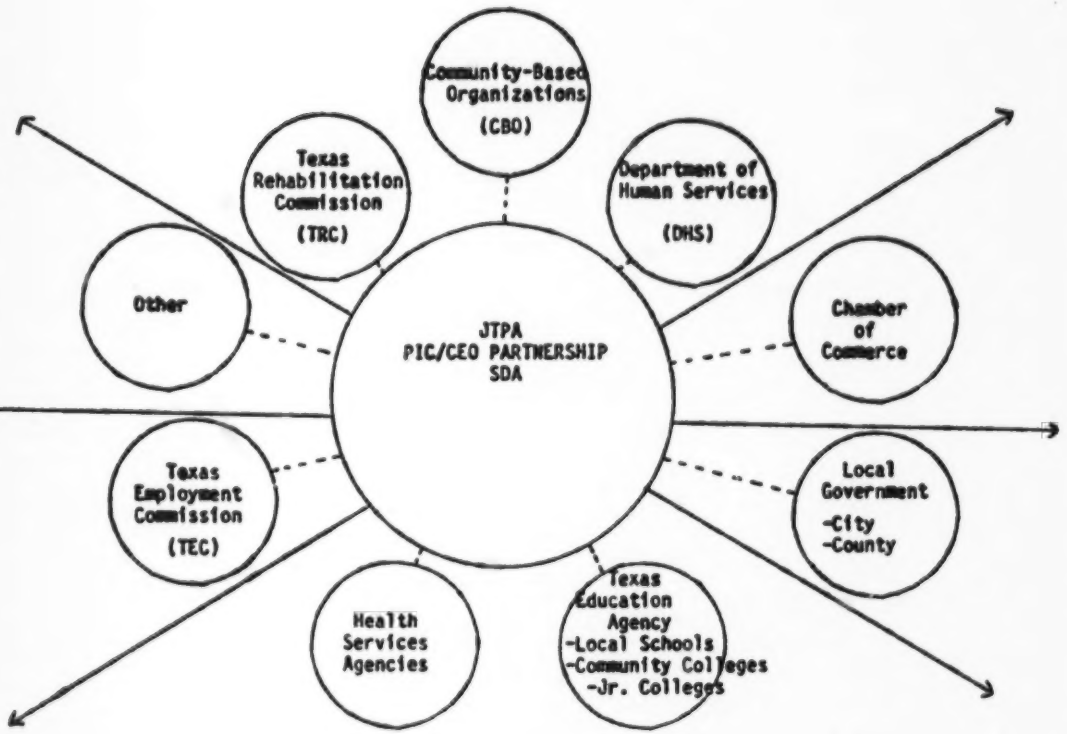
What is a linkage? The act or process of connecting; the state or condition of being connected or linked. A linkage mechanism can be defined as an exchange relationship that facilitates the coordination of two or more organizations.

Interagency linkages are developed to increase:

1) service availability;
2) service accessibility;
3) service effectiveness; and
4) service responsiveness.

COMPREHENSIVE SERVICE NETWORK

"Linking JTPA to Other Local Resources"


Community-Based Organizations (CBO)
Texas Rehabilitation Commission (TRC)
Department of Human Services (DHS)
Other
JTPA PIC/CEO PARTNERSHIP SDA
Chamber of Commerce
Texas Employment Commission (TEC)
Local Government -City -County
Health Services Agencies
Texas Education Agency -Local Schools -Community Colleges -Jr. Colleges

BUSINESS/INDUSTRY
- -Employers
- -Trade Associations
- -Economic Development
- -Marketing/Promotion
- -Economic Data

EDUCATION
- -Vocational Education
- -Post-Secondary
- -Adult Education
- -Basic Skills
- -GED
- -Financial Assistance
- -Apprenticeship
- -English-as-a-Second Language
- -Alternative Learning

JOB TRAINING
- -Career Counseling
- -Job Search
- -Aptitude Testing
- -Occupational Skills
- -Labor Market Information
- -Referral
- -Pre-Employment
- -Support Services
- -OJT
- -Job Development
- -Outreach
- -Placement

HEALTH
- -Rehabilitation
- -Health Education
- -Family Planning
- -Medical Insurance
- -Medicaid
- -Mental Health

HOUSING
- -Location Services
- -Student Housing
- -Rent Subsidy

FAMILY SERVICES
- -Crisis Intervention
- -Day Care
- -Protection
- -Counseling
- -Information and Referral
- -WIC

FINANCIAL ASSISTANCE
- -Unemployment
- -SSI
- -Veteran's Benefits
- -Social Security
- -AFDC
- -Pell Grant
- -Food Stamps
- -Fuel Loans

LEGAL SERVICES
- -Legal Aid
- -Probation & Parole
- -Protection
- -Civil Rights
- -Advocacy

SERVICE ORGANIZATIONS
- -Lion's Club
- -Kiwanis Club
- -United Way
- -Salvation Army

TRANSPORTATION
- -Mass Transit
- -Driver's Ed.
- -Rural Transportation
- -Car Pools

NON-DIRECT SERVICES
- -Foundation Grants
- -Public Information
- -Research & Evaluation
- -Planning

OTHER
- -Nutritional Services
- -Clothing Services

BEST COPY AVAILABLE

WORKSHEET 1.

ESTABLISHING AGENCY PROFILES

Establishing profiles on the various agencies and organizations within the community will assist the SDA in identifying potential resources. Since the PIC is representative of many of those agencies, PIC members will be helpful in establishing the agency profiles. The following worksheet provides a format for developing agency profiles.

Name of Agency: _____

Location: _____

Phone Number: _____

Funding Source(s): _____

_____

Funding Amount(s): _____

_____

Client Groups: _____

_____

Services Provided: _____

_____

_____

_____

_____

Possibilities for Coordination: _____

_____

_____

WORKSHEET 2.

TYPES OF INTERAGENCY COORDINATION

-joint planning
-joint programming
-information sharing
-purchase of service
-joint evaluation
-shared staff
-joint funding
-shared services
-joint record-keeping
-joint intake
-agency teams
-joint referral
-shared location
-joint meetings
-joint technical assistance
-joint staff training

Are there others?

For each of the generic types listed above, describe specific coordination possibilities such as:

Example: information sharing	labor market information

WORKSHEET 3.

FACILITATORS AND BARRIERS

Facilitators

-Commitment at all levels
-Compatible policies
-Open attitudes
-Frequent communications
-Mutual decision-making
-Clear procedures
-Mutual goals
-Mutual respect
-Information flow
-Evaluation of efforts
-Sufficient staff
-Joint use of staff
-Sufficient resources
-Common guidelines
-Formal and informal sharing
-Mutual trust

Barriers

-Lack of communication
-Lack of trust
-Turf issues
-Lack of standardization
-Conflicting policy
-Inflexible rules
-Location
-Conflicting expectations
-Apathy
*-Lack of resources

* In some instances, this barrier can be developed into a facilitator. A common crisis can create an opportunity for coordination.

What facilitators and barriers have been experienced by your SDA?

FACILITATORS	BARRIERS
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____

WORKSHEET 4.

ACTION WORKSHEETS

The worksheets on the following pages provide a method for developing appropriate linkages/actions with other agencies.

The format provides a space for SDAs to delineate:

1) the program category;
2) specific objectives (as related to the Coordination Goals and Objectives);
3) needs;
4) the prospective agency;
5) the barriers;
6) the facilitators; and
*7) the linkage or action to achieve the specific objective.

* In some cases the facilitator will also serve as the linkage or action.

ACTION WORKSHEET

CATEGORY/ACTIVITY		OBJECTIVE	NEED	AGENCY	BARRIER	FACILITATOR	LINKAGE ACTION
1. Outreach	Ex.	-Increased Service to Dropouts	-Referrals	-School	-Confidentiality	-Signed Release -Shared Information	-Joint Referrals
2. Intake	Ex.	-Reduce Duplication	-Information On Other's Activities	-Employment Service	-Lack of Information Location	-Mutual Goals -Joint Intake	-Joint Intake -Shared Information Systems

CATEGORY/ACTIVITY	OBJECTIVE	NEED	AGENCY	BARRIER	FACILITATOR	LINKAGE ACTION
3. Assessment						
4. Job Development						
5. Support Services						

CATEGORY/ACTIVITY	OBJECTIVE	NEED	AGENCY	BARRIER	FACILITATOR	LINKAGE ACTION
6. Occupational Skills Training						
7. Basic Education						
8. OJT						

CATEGORY/ACTIVITY	OBJECTIVE	NEED	AGENCY	BARRIER	FACILITATOR	LINKAGE ACTION
9. Pre-employment						
10. Try-out						
11. Placement						

CATEGORY/ACTIVITY	OBJECTIVE	NEED	AGENCY	BARRIER	FACILITATOR	LINKAGE ACTION
12. Other						
13. Other						
14. Other						

CATEGORY/ACTIVITY	OBJECTIVE	NEED	AGENCY	BARRIER	FACILITATOR	LINKAGE ACTION
15. Other						

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B. THE INTERAGENCY AGREEMENT

The Interagency Agreement is a written document developed and entered into by two or more entities with common goals and needs for the purpose of articulating cooperative arrangements. Although agreements should be consummated at the administrative levels, it is most important for agencies to take steps to ensure adequate distribution and clarification of the terms and conditions to staff who are directly affected or involved in their implementation. Agreements should provide specific statements which outline responsibilities. Written agreements should include the following elements or components:

1. Description of the basis for developing the written agreement, for example:
   a. Previous/on-going relationships between the parties, identification of common need, institution of new service, etc., as foundation for current agreement;
   b. Legal authority based on federal or state legislation.
2. Definitions for agency or program-specific terms used in the agreement, including any terms that could be ambiguous between the parties.
3. Description of precisely what is to be accomplished between the parties involved, including delineation of goals and measurable objectives for the terms of the agreement.

4. The situations(s) in which the agreement will apply, including eligibility criteria/description of the population to be affected by the agreement.
5. Clear delineation of the specific programs and activities which are affected by the agreement.
6. Specific action, roles, and responsibilities of each party to the agreement as well as mutual responsibilities, including:
   a. Any "special" rights or responsibilities;
   b. Any agreed restrictions on the activities of either or both parties.
7. Who, in each organization, is responsible for the specific activities listed, including any delegated powers and responsibilities. Designation should include those staff positions within each organization responsible for:
   a. Implementing the agreement as specified;
   b. Monitoring the implementation; and
   c. Negotiating change when necessary to update agreement.
8. General administrative/management procedures and arrangements, including:
   a. Specified time period for the agreement.
   b. Mechanism/procedure for updating, revising and terminating the agreement;
   c. Reporting requirements and schedule for periodic review of agreement;
   d. Confidentiality safeguards and information sharing stipulations; and
   e. Other assurances.

9. Specification of evaluation, monitoring, and/or review design and procedures, including:
   a. Definitions and indicators of service standards, response times, etc.;
   b. Identification of person(s) responsible for evaluation; and
   c. Specification of mutually-agreed upon sanctions to assure implementation.
10. Financial arrangements (if appropriate).
11. Signatures of all authorized parties involved in the agreement.

C. SDA COMPLIANCE DOCUMENT
(As contained within the Title IIA Planning Guidelines)

SDA Compliance with the Governor's Coordination Criteria

As stated in Section 104(b)(7) of the Act, the local job training plan must comply with the coordination criteria established in the Governor's Coordination and Special Services Plan.

The attached matrix provides a format for SDAs to delineate the SDA's planned coordination action(s) for achieving each coordination objective. The matrix addresses only those objectives which require local coordination actions. The matrix outlines the goals and objectives and provides an example of coordination actions which may be initiated to achieve the stated objectives. The matrix provides a space for SDAs to describe their coordination action for each objective. SDAs are not limited to the examples shown and are encouraged to develop actions which are appropriate for the individual SDA.

SDAs should be prepared to describe in their Annual Report the extent to which SDA coordination actions achieved the coordination goals and objectives.

Complete the matrix by describing (in the space entitled "SDA's Coordination Action") the SDAs planned action to achieve the corresponding objective. The completed matrix should be presented as Attachment 10 of the submitted plan.

SDA Compliance with the Governor's Coordination Criteria

GOAL 1. To promote joint planning and program design for job training employment and related human resource programs at the State and substate level.

OBJECTIVE	EXAMPLE	SDA'S COORDINATION ACTION
a. To develop and maintain a formal process to establish common mission, goals and objectives, and planning cycles at the State and substate levels.	Develop a profile and a resource director on related programs.	
b. To promote usage of compatible procedures for identifying participant needs and service system resources among job training, employment, and related human resources programs.	Share program plans and assessment systems with related human resource programs.	
c. To coordinate the various data bases describing targeted population as well as economic and labor market conditions useful to designated key program leaders and planners in establishing coordinated plans and services.	Identify programs with information data bases and identify data which may be useful to JTPA planners.	

GOAL 2. To establish effective and efficient service delivery for participants at the State and substate levels.

a. To reduce duplication of services to participant groups through the development and implementation of joint program guidelines, agreements and shared information systems.	Develop Non-Financial Agreements with related human resource programs.	

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OBJECTIVE	EXAMPLE	SDA'S COORDINATION ACTION
b. To develop processes such as reports or informal briefings to foster dissemination and sharing of program information.	Hold regularly scheduled meetings with service providers and transmit program information on a monthly basis.	
GOAL 3. To foster an ongoing private/public partnerhsip for providing job training and employment programs in the State and substate areas.		
a. To maintain strong and effective Private Industry Councils (PICs) and to work with PIC service deliverers in planning, implementing and evaluating job training and employment programs.	Provide PIC training through TAPIC, TDCA or locally developed training programs.	
b. To maintain working partnerships between industry and education institutions.	Initiate agreements between PIC/SDA and local education institutions.	
c. To involve employers, school personnel and JTPA program deliverers in implementing programs which address the basic educational and enrollment needs of in-school participants.	Establish Education Advisory Subcommittees 1) to identify the needs of in-school participants and 2) to design and implement programs.	
d. To develop strategies to address the special needs of drop-out youth.	Establish a comprehensive assessment component for dropout youth.	

OBJECTIVE	EXAMPLE	SDA'S COORDINATION ACTION
GOAL 4. To promote innovative employment practices in the private sector to create new opportunities for employment.		
a. To encourage increased use of flex-time, job sharing and part-time employment.	Provide employers with information regarding the benefits of flex-time, etc.	
b. To foster on-site, employer-sponsored support services, for example, day care, etc.	Provide to employers information regarding tax incentives for employers who sponsor day-care programs.	
GOAL 5. To promote the creation of high-quality jobs in Texas through the attraction of new firms and expansion of existing industries.		
a. To establish partnerships between the business and education sectors which foster the development of educational programs to attract new or expanding industries.	Arrange joint meeting with the business and education sectors for the purpose of identifying employer needs.	
b. To increase awareness of the Texas Economic Development Commission, Chambers of Commerce and other promotional groups, of every aspect of JTPA programs	Working with the local Chambers of Commerce, inform the business community of Community Development Block Grant programs and other economic development resources.	

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